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LABOR-FEDERAL SECURITY APPROPRIATION BILL, 1946

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U.S. Congress. Senate. Committee on Appropriations.

LABOR-FEDERAL SECURITY APPROPRIATION BILL, 1946

June 23, 1945.—Ordered to be printed

Mr. McCarran, from the Committee on Appropriations, submitted the following

REPORT

[To accompany H. R. 3199]

The Committee on Appropriations, to whom was referred the bill (H. R. 3199) making appropriations for the Department of Labor, the Federal Secuity Agency, and related independent agencies, for the fiscal year ending June 30, 1946, and for other purposes, report the same to the Senate with various amendments and present herewith information relative to the changes made:

Amount of bill as passed House	$1, 086, 210, 337
Amount of increase by Senate committee (net)	37, 538, 904
Amount of bill as reported to Senate	1, 123, 749, 241
Amount of appropriations, 1945	1, 135, 470, 722
Amount of regular and supplemental estimates for 1946	1, 130, 839, 565
The bill as reported to the Senate—	
Under the estimates for 1946	7, 090, 324
Under the appropriations for 1945	11, 721, 481

The changes in the amounts of the House bill recommended by the committee are as follows:

Increases and Limitations

Department of Labor:

Office of the Secretary:

Salaries $20, 698

This amount will provide funds for 11 positions as follows: 3 at $2,600 each and 8 at $1,620 each. These are not new positions but are those which have heretofore been carried on various working funds of the Bureau of Labor Statistics in order to handle the workload of added personnel.

Department of Labor—Continued.

Contingent expenses		$2,555
To cover cost of package mail over 4 pounds for Bureau of Labor Statistics.		
Traveling expenses		7,200
Additional amount for Bureau of Labor Statistics.		
Printing and binding		15,020
Additional amount for Bureau of Labor Statistics.		
Total, Office of the Secretary		45,473
Bureau of Labor Statistics:		
Salaries and expenses (national defense)		1,377,127
Children's Bureau:		
Salaries and expenses, maternal and child welfare		74,035
The increase of $74,035 is for the following purposes:		
1. For staff and miscellaneous expenses for completing 8 permanent regional offices for the maternal and child health and crippled children's programs	$62,928	
2. For accounting and auditing work under the grant-in-aid programs	7,687	
3. For assistance to the Associate Chief in administering the health activities of the Bureau	3,420	
Total	74,035	
Women's Bureau:		
Salaries and expenses		11,500
It is recommended by the committee that the amount of $161,080 proposed by the House be increased to $172,580. The proposed increase will provide for the following positions:		
Office of Director:		
Assistant Director	$4,600	
Secretary to Assistant Director	1,800	
Research Division:		
Industrial economist	3,200	
Clerk-stenographer	1,620	
Ramspeck promotions not allowed by House	280	
Total	11,500	
For the remainder of the war period and through the adjustment era the Bureau must keep currently abreast of swiftly changing economic situations to intensify its program of fact-finding over the whole field of woman employment, to give continually fresh and significant interpretation to the facts, and to advise wisely with industry, labor, Government (including States on the modification and amplification of State legislation), and with the general public on the problems of working women. To meet this increased work load the committee is recommending the additional positions proposed.		
Total, Department of Labor		1,508,135

Federal Security Agency:

Office of Education:

Salaries and expenses $100,000

It is recommended by the committee that the following paragraphs be stricken from the bill:

Library service: For making surveys, studies, investigations, and reports regarding public, school, college, university, and other libraries; fostering coordination of public and school library service; coordinating library service on the national level with other forms of adult education; developing library participation in Federal projects; fostering Nation-wide coordination of research materials among the more scholarly libraries, inter-State library cooperation, and the development of public, school, and other library service throughout the country, and for the administrative expenses incident to performing these duties, including salaries of such assistants, experts, clerks, and other employees in the District of Columbia and elsewhere, as the Commissioner of Education may deem necessary; purchases of miscellaneous supplies, equipment, stationery, postage on foreign mail, books of reference, lawbooks, and periodicals, and all other necessary expenses, $20,965.

Services for the blind: For all necessary expenses, including personal services in the District of Columbia, for carrying out the provisions of the Act to authorize the operations of stands in Federal buildings by blind persons and to enlarge the economic opportunities of the blind, approved June 20, 1936 (20 U. S. C., ch. 6A), $20,125.

Salaries: For personal services in the District of Columbia, $296,955.

General expenses: For general expenses of the Office of Education, including lawbooks, books of reference, and periodicals; and for the operation, maintenance, and repair of one passenger-carrying automobile; purchase, distribution, and exchange of educational documents, motion-picture films, and lantern slides; collection, exchange, and cataloging of educational apparatus and appliances, articles of school furniture and models of school buildings illustrative of foreign and domestic systems and methods of education, and repairing the same, $29,650.

Salaries and expenses: For carrying out the provisions of section 7 of the Act approved February 23, 1917, as amended by the Act of October 6, 1917 (20 U. S. C. 15), and of section 4 of the Act approved June 8, 1936 (49 Stat. 1488), $367,423.

and insert in lieu thereof:

Salaries and expenses: For expenses necessary for the work of the Office of Education as provided by law, including surveys, studies, investigations, and reports regarding libraries; fostering coordination of public and school library service; coordination of library service on the national level with other forms of adult education; developing library participation in Federal projects; fostering Nation-wide coor-

Federal Security Agency—Continued.

Office of Education—Continued.

Salaries and expenses—Continued.

dination of research materials among the more scholarly libraries, inter-State library coordination, and the development of library service throughout the country; which expenses may include personal services in the District of Columbia; contract stenographic reporting services; purchase of one, and maintenance, repair, and operation of passenger automobiles; purchase of lawbooks, books of reference, and periodicals; purchase, distribution, and exchange of educational documents, motion-picture films, and lantern slides; collection, exchange, and cataloging of educational apparatus and appliances, articles of school furniture and models of school buildings illustrative of foreign and domestic systems and methods of education, and repairing the same, $835,118.

The committee recommends the consolidation of the five appropriation items into one paragraph and has increased the amount allowed by the House by $100,000. In making this increase special attention is called to the need for strengthening the Office of Education in the fields of elementary and secondary education.

It is recommended by the committee that the amount available to the Office of Education for per diem in lieu of subsistence of persons serving, while away from their homes without other compensation from the United States, in an advisory capacity to the Commissioner of Education be increased from $10,000 to $25,000.

Liquidation of Defense Workers Program:

It is recommended by the committee that the following proviso be stricken from the bill:

: *Provided further,* That no school or school system shall be required to surrender possession or use of any property or equipment for which it claims need in its educational or training programs

so that the paragraph on liquidation will read as follows:

Salaries and expenses (national defense): For all expenses necessary to enable the Office of Education to liquidate the program provided for during prior fiscal years under the head Education and Training, Defense Workers (national defense), including personal services in the District of Columbia, traveling expenses, and printing and binding, $384,900: *Provided,* That equipment purchased during prior fiscal years from appropriations under the heading "Education and Training, Defense Workers (national defense)", in accordance with proposals submitted by educational agencies and approved by the Commissioner, shall remain the property of the agency designated in the proposal and approved by the Commissioner to purchase and to hold title to such equipment, and that the supplies authorized by the Commissioner to be purchased shall remain the property of the agency authorized to purchase such supplies~~: *Provided further,* That no school or school system shall be required to surrender possession or use of any property or equip-~~

Federal Security Agency—Continued.

Liquidation of Defense Workers Program—Continued.

~~ment for which it claims need in its educational or training programs.~~

The committee is fearful that the second proviso if left in the bill may result in much valuable equipment being frozen in local school situations which may claim they have a use for such equipment when, in fact, the equipment could be used to much greater advantage if it were possible to move it and shift it about to schools which may need it much more than the schools which now have possession of it.

Public Health Service:

It is recommended by the committee that the following language be stricken from the paragraph "Health and sanitation activities, war and defense areas."

maintenance and operation of one airplane

and reinserted in modified form under the heading "Malaria and diseases of tropical origin," as follows

hire, maintenance, and operation of aircraft;

The language authorizing maintenance and operation of one airplane is now carried under the wrong appropriation heading. In transferring the language to the correct title it has been broadened to cover more than one airplane. Although the Public Health Service owns only one airplane and does not seek authority to purchase additional planes, the increased authority is considered necessary to cover the cost of renting planes from private contractors for use in malaria control operations. Airplane dusting is one of the most economical methods of applying larvicides to large areas and unless it is continued, the malaria control program will be seriously handicapped.

Hospital and medical care:

It is recommended by the committee that provision be made for the transportation of remains of patients dying in hospital.

National Institute of Health:

Operating expenses $100,000

It is recommended by the committee that the following language be added to the bill:

, of which $100,000 shall be allocated to the University of Utah as a grant in aid in accordance with the provisions of Public Law 410, section 301 (d), for a thorough study of a paralytic disease called progressive muscular dystrophy

The project presented by the University of Utah is for a thorough study of a paralytic disease called progressive muscular dystrophy, which is unusually present in Utah and in the surrounding area. Other areas showing cases of this disease are present in some of the other States such as New York, North Carolina, and California. The disease begins in youth and progresses through many years rendering the victim entirely helpless. The disease shows strong hereditary tendencies and the excellent church records of marriages, births, and deaths in Utah make that area the choice area for such a study.

As an example of the hereditary factor may be cited one family whose records have

Federal Security Agency—Continued.

Public Health Service—Continued.

National Institute of Health—Continued.

Operating expenses—Continued.

been partially studied. In five generations 536 individuals have been traced. Of these, 138 have developed paralysis. There is no known cure for this condition and no known method of prevention. It is hoped that the University of Utah study may develop not only methods of prevention and cure, but also facts should be uncovered which should add materially to our knowledge of the hereditary factors in the cause of cancer and the degenerative affections of the heart and arteries.

St. Elizabeths Hospital:

Salaries and expenses $746, 600

The committee was informed that the increased patient loads in hospitals of the Public Health Service for whose care St. Elizabeths Hospital reimburses the Public Health Service, together with increased cost for raw foods, as well as certain reclassifications of employees approved by the Civil Service Commission require additional funds.

Social Security Board:

Grants to States for old-age assistance, aid to dependent children and aid to the blind 15, 000, 000

These funds are required to match increasing State expenditures for public assistance.

Salaries, Bureau of Employment Security 96, 674

The committee recommends the same amount for this purpose as the current appropriation.

Bureau of Old-Age and Survivors Insurance 414, 315

Testimony before the committee indicated that the weekly rate of claims for benefits under this program has already exceeded the average rate upon which the 1946 Budget was based. Over 16,000 claims were received weekly during March of 1945; the volume since then has continued to increase each week. There is no doubt that the work load which was used as the basis for the 1946 estimate will be substantially exceeded. The committee therefore allowed the Budget estimate to enable the Board to meet the increased work load. It was indicated further that even with the amount recommended by the committee there was every indication that additional funds will be required.

Salaries, offices of the Social Security Board 66, 948

The recommended increase is intended to provide additional funds for three organizational units which must assume additional work arising primarily from the increased activities under the old-age and survivors insurance program. These units are the Office of Appeals Council, which hears appeals from old-age and survivors' insurance benefit determinations; the regional offices, which will be called upon to service a larger field staff; and Informational Service, which acquaints employers and wage earners with their rights and obligations under the Social Security Act. These increases for the most part are directly related and in proportion to the expanding requirements of old-age and survivors insurance.

Federal Security Agency—Continued.

Social Security Board—Continued.		
Miscellaneous items		$75,441
Total, Social Security Board		15,653,378
Office of Vocational Rehabilitation:		
General administrative expenses		143,023
(It is recommended by the committee that the amount of $356,477 allowed by the House be increased to $499,500, which is the Budget estimate. The additional amount proposed is necessary in order to provide sufficient staff to meet the increasing number of requests from State agencies for assistance in developing new services for the disabled provided for in the Barden-La-Follette Act (Public Law 113). This act, which provides for a comprehensive Federal-State program of rehabilitation for all disabled persons who are vocationally handicapped, has been in actual operation not more than 17 months. Consequently, the Office of Vocational Rehabilitation must give continuing leadership and assistance to the States in the organization, development, and expansion of the many new services throughout the fiscal year 1946.)		
Office of the Administrator:		
Salaries, Office of the Administrator		13,350
The increase recommended by the committee is for the following purposes:		
Automatic promotions	$690	
Stenographer to assistant to the Administrator on Health and Medical Care (part time)	1,250	
Assistant in the office of Director of Information	[1] 4,800	
Survey of Columbia Institution for the Deaf and Howard University	6,610	
Total	13,350	
Temporary aid to enemy aliens		42,000
It is recommended by the committee that the amount of $40,000 allowed by the House for this purpose be increased to $82,000. The Federal Security Agency acts in a service capacity with existing facilities of the Social Security Board in granting funds to the States to provide for the financial assistance given these persons who have been detained or interned and later released by the Department of Justice and the dependents of such persons. The amount of $82,000 is based on estimates furnished by the Department of Justice.		
Division of Personnel:		
Salaries		18,000
The committee recommends that the amount of $95,000 be increased to $113,000, the Budget estimate.		
Division of Service Operations:		
Salaries		23,000
It is recommended by the committee that the amount of $220,000 allowed by the House be increased to $243,000 which is the Budget estimate.		

[1] Includes $200 for reallocation of salary of secretary to Director of Information.

Federal Security Agency—Continued.

Office of the Administrator—Continued.

Office of General Counsel:

Salaries	$15,418

(The additional amount proposed is for the purpose of providing additional personnel to handle the legal work incident to the increased activities of the Public Health Service and the expanded enforcement activities of the Food and Drug Administration.)

Total Federal Security Agency	16,854,769

National Labor Relations Board:

Salaries	100,000
Miscellaneous expenses	28,000
Printing and binding	20,000
Salaries and expenses (national defense)	146,000
Salaries and expenses (War Labor Disputes Act)	85,000

The Committee recommends the restoration of $379,000 of the reductions made by the House. Testimony given the Committee indicates that the work of the Board is increasing and during the reconversion period most likely will increase rapidly. Also, complaints have been cited, showing undue delay in handling cases due to lack of personnel.

Total, National Labor Relations Board	379,000

National Mediation Board:

Salaries and expenses	25,000

It is recommended by the committee that additional funds amounting to $25,000 be made available to the Board for the purpose of providing additional mediators, their clerical assistants, and traveling expenses. Testimony given before the committee indicated a considerable backlog of pending cases, and it is hoped with the additional personnel recommended this backlog may be materially reduced.

War Manpower Commission:

General administration	3,402,000

This appropriation provides for the general administration of War Manpower Commission agencies performing both wartime and regular activies and functions. These include the direction of the United States Employment Service, operation of Veterans' Employment Service (as provided in the Servicemen's Readjustment Act of 1944), Procurement and Assignment Service, National Roster of Scientific and Specialized Personnel ,manpower-utilization functions, and activities related to the allocation of the manpower supply.

While the end of the war in Europe will result in a loosening of the labor situation in many areas as cutbacks in war production are made, in many respects manpower problems will be more difficult than they have ever been before. Workers will be laid off in some areas where there is little or no prospect of their reemployment. At the same time there will be many war plants in other areas behind production for want of workers. Industry-wide manpower shortages will continue in those industries with hard-to-fill jobs

War Manpower Commission—Continued.

General administration—Continued.

because of low wages and less desirable working conditions. Manpower controls will be lifted area by area as the labor supply becomes adequate but it will be necessary to continue them in those communities where the labor supply is tight.

The personnel proposed represents an increase for the Veterans' Employment Service from 123 to 326. For all other activities, it represents a decrease of 520 positions.

Numerous telegrams and letters from the States were received by the committee urging the return of the employment offices to the States. Due to the lateness of the session it was not possible to give the matter the careful consideration it required, in the few remaining days before July 1. It was the feeling of the committee that the request came too late. In addition the committee was of the opinion that during the period when we are passing from one phase of the war and back to partial normalcy, that the present set-up should not be disturbed. However, the committee does feel that these offices should be returned to the States as was contemplated when the offices were placed under Federal control, and expects steps to be taken looking to the return of these offices.

General administration, comparison of Budget estimates and House allowance, by functions

A. Function		B. 1945		C. House allowance		D. Proposed by Senate committee	
		Positions	Amount	Positions	Amount	Positions	Amount
1. Direction and supervision	WR	1,108	$4,057,786	641	$2,546,159	917	$3,545,844
2. Program development	W	14	50,578	8	36,368	10	42,965
3. Reports and analysis	WR	309	1,038,970	225	781,450	294	1,022,365
4. Information service	R	110	530,907	98	438,198	101	443,518
5. Legal service	R	52	178,491	36	151,884	44	177,845
6. Compliance	W	75	272,100	0	0	50	190,870
7. Business Management (Budget and Finance Office Services, personnel)	WR	815	[1] 2,693,246	654	2,331,638	757	2,697,617
8. Bureau of Placement, total	WR	696	2,194,560	427	1,535,545	570	1,929,397
9. Related to USES activities	R	307	1,192,193	242	1,024,350	297	1,213,860
10. National roster	W	190	556,850	90	280,900	115	346,112
11. Procurement and Assignment Service	W	199	445,517	95	230,295	158	369,425
12. Bureau of Manpower Utilization, total	WR	665	2,397,521	410	1,517,188	636	2,375,860
13. Plant Utilization Checks	W	249	933,873	0	0	220	932,175
14. Occupational Analysis Service	R	416	1,463,648	410	[2] 1,517,188	416	1,443,685
15. Bureau of Training	W	139	532,891	5	24,160	84	338,309
16. Veterans' Employment Service	R	123	455,804	326	1,235,410	326	1,235,410
17. Total		4,106	14,402,854	2,830	10,598,000	3,789	14,000,000
Overtime, plus			1,848,940				
Adjustments, minus			215,544				
Total estimates or appropriation			16,036,250		10,598,000		14,000,000

[1] 211 positions transferred from Central Administrative Services included for 8 months.
[2] Increase due to transfer of supervisory employees included on line 13 in other columns.

It is recommended by the Committee that the following language be added to the bill:

one Deputy Chairman and one Executive Director at $9,000 each per annum;

War Manpower Commission—Continued.

Apprenticeship Training Service:

Salaries and expenses $163,000

It is recommended by the Committee that the amount proposed by the House of $520,000 be increased to $683,000. The funds provided will be for the regular activities of the Apprentice Training Service rather than for war-production needs. The work load of this agency has steadily increased during fiscal year 1945 due to the passage of the Servicemen's Readjustment Act of 1944. This legislation makes specific provisions in respect to apprenticeship. The armed services are acquainting their personnel with the benefits available under this legislation to those who wish to enter apprenticeship. The Apprentice-Training Service must greatly increase the number of apprenticeship programs to assure that veterans who wish to enter the skilled trades will find opportunities when they return to civilian life.

The completion of the war in Europe makes imperative an immediate increase in the number of apprenticeship programs.

Employment Office Facilities and Service 15,322,000

(a) This appropriation item provides for the local offices and State administration offices of the United States Employment Service, a regular activity which has been carried on for many years. Since its creation in 1933 by the Wagner-Peyser Act, the Employment Service has served both workers and employers under the varying conditions that have existed, adapting its activities to the situation that existed. During the war the entire facilities of the Employment Service have been concentrated on supplying workers to essential war activities. Service to other employers has been materially curtailed or eliminated so that in January of this year, 88 percent of placements were to essential war employers.

In the coming months the Employment Service has two priority jobs. First, it must continue supplying workers to war industry. This will still be a huge task, made more difficult by the desire of workers to shift to employment in firms producing civilian goods. Second, it must find jobs for veterans in every type of employment in order to fulfill the requirements of the Servicemen's Readjustment Act. That act requires the United States Employment Service to provide an adequate employment counseling and job placement service to veterans. This service must be reasonably accessible to all veterans.

In addition to these priority jobs, the Employment Service must resume peacetime activities which have been at a minimum during the war. It will have to receive the applications of those who apply for unemployment compensation benefits as lay-offs occur in war production plants and before they can be reabsorbed in industry reconverting to peacetime production. Every effort must be put forth to find jobs for them as quickly as possible. All of this adds up to additional work for the Employment Service.

War Manpower Commission—Continued.

Employment Office Facilities ane Service—Continued.

Average positions in the United States Employment Service have remained relatively steady since 1940, ranging at approximately 21,000 up until January 1945, when it was 21,863. Since 1940, approximately 1,500 local offices have been maintained. The first deficiency appropriations act for 1945, approved April 25, provided for 25,765 positions and increased the number of offices to 2,100, giving a base for 1946 of $61,882,497. This increase in facilities was necessary to properly serve returning veterans. The request for 1946 would make approximately 1,860 additional positions available to carry the additional work load resulting from reconversion and the increased number of veterans resulting from the ending of hostilities in Europe. This is the minimum required to carry out the activities of the Employment Service.

Employment-office facilities and services, comparison of budget request and House allowance

(A)	1945—prior to supplemental (B)		Supplemental on an annual basis (C)		1945—current operating rate (D)		House allowance (E)		Request from Senate (F)	
	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount
1. State offices	2,266	$6,210,774	304	$755,495	2,570	$6,966,269	2,134	$5,735,000	2,727	$7,278,102
2. Local offices	19,597	45,800,682	3,598	9,115,546	23,195	54,916,228	19,185	44,265,000	24,898	58,043,898
3. Total	21,863	52,011,456	3,902	9,871,041	25,765	61,882,497	21,319	50,000,000	27,625	65,322,000
4. Overtime	------	9,228,466	-----	---------	------	----------	------	----------	------	----------
5. Appropriations	------	61,239,922	-----	9,871,041	------	61,882,497	------	50,000,000	------	65,322,000
6. Number of local offices	1,507	----------	596	---------	2,103	----------	1,450	----------	2,103	----------

It is recommended by the committee that the following language be stricken from the bill:

, of which $7,791,134 shall be for use in carrying into effect the provisions of title IV (except section 602) of the Servicemen's Readjustment Act of 1944

Total, War Manpower Commission	$18,887,000
Total increase	37,653,904

General Provisions:

It is recommended by the committee that the following section relative to the purchase of automobiles be added to the bill:

Sec. 804. Appropriations herein made available for the purchase of passenger-carrying vehicles shall be available only for the purchase of used or Federal surplus motor vehicles.

Decreases and Limitations

Federal Security Agency:

Public Health Service:

Health and sanitation activities, war and defense areas (national defense) $115,000

It is recommended by the committee that the following language be stricken from the bill:

and the development and prosecution of a program for the control of communicable diseases in Liberia in cooperation with the Liberian Government,

Total increase	37,653,904
Total decrease	115,000
Net increase	37,538,904
Amount of bill as reported to Senate	1,123,749,241

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